G-004/M-90-506 ORDER REVISING FLEXIBLE RATE TARIFF

BEFORE THE MINNESOTA PUBLIC UTILITIES COMMISSION

Darrel L. Peterson	Chair
Cynthia A. Kitlinski	Commissioner
Norma McKanna	Commissioner
Robert J. O'Keefe	Commissioner
Patrice M. Vick	Commissioner

In the Matter of a Petition from Great Plains Natural Gas Company to Revise Its Flexible Gas Tariffs

ISSUE DATE: December 14, 1990

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PROCEDURAL HISTORY

In 1987 the Minnesota legislature enacted Minn. Stat. § 216B.163, a flexible rate statute for gas utilities. This law allowed gas utilities to offer flexible, discounted tariffs to customers subject to effective competition. Effective competition was defined as the capability of obtaining equivalent energy service from a nonregulated supplier.

In 1990 the flexible rate tariff was amended by the Minnesota legislature. The new version of the statute incorporated the following changes, among others:

1. The Commission must specify a maximum rate for any flexible tariff.

2. The Commission may specify the minimum term for which a customer must be on the tariff.

3. Eligibility restrictions were changed to disallow competition with district heating facilities as of June 1, 1987.

On July 10, 1990, Great Plains Natural Gas Company (Great Plains or the Company) responded to the statutory changes by petitioning for modifications to its flexible rate tariff. The tariff applied to Interruptible Gas Service - Large Volume Flexible Rate and Interruptible Gas Service - Large Volume Transportation Service Flexible Rate. Great Plains requested that the Commission approve the following changes to its tariff:

1. The maximum rate would be set at an amount equal to the jurisdictional standard rate plus the same margin by which the Company is allowed to flex down to derive the minimum flexible rate.

2. There would be a minimum term of one year set for new contracts.

3. There would be a default rate set at the greater of:

    a. The Large Volume Interruptible Non-Flexible Rate plus $0.25 per MCF; or

    b. The appropriate alternative fuel price as specified in the Large Volume Interruptible Flexible Tariff Agreement.

4. The clause allowing customers to shut down their plants during periods of interruption would be removed.

5. There would be a prohibition against competing with customers of district heating system who had been on the system as of June 1, 1987, or against customers of biomass energy sources.

6. Customers whose only alternative source of energy is gas from a supplier not regulated by the Commission and who must use Midwest's system to transport the gas could not take service under flexible tariffs, unless the customers had or could reasonably acquire the capability to bypass Great Plains' system.

7. The charge to customers for switching from flexible to standard service would be eliminated.

Items five, six and seven requested by the Company were simply restatements of statutory changes. Items one through four were requests for Commission approval of positions taken by the Company.

On August 2, 1990, the Department of Public Service (the Department) filed its Report of Investigation and Recommendation. The Department disagreed with the Company's removal of the provision allowing customers to shut down their plants during interruption periods. The Department also suggested certain clarifying language to be added to the tariff.

On August 6, 1990, Ag Processing, Inc. submitted comments. The Residential Utilities Division of the Office of the Attorney General (RUD-OAG) submitted comments on August 22, 1990 and on October 12, 1990. The Minnesota Industrial Energy Group filed comments on August 29, September 10, and November 5, 1990. Reply comments were filed by Great Plains on September 4, 1990, and by the Department on September 13, 1990.

The Commission met to consider the matter on November 27, 1990.

FINDINGS AND CONCLUSIONS

Issues Before the Commission

The following issues were raised in the Company's petition or in the Department's Report of Investigation and Recommendation:

1. At what level should the maximum tariff rate be set?

2. What minimum term should be set for flexible rate contracts?

3. What default rate should be set for periods in which the utility and the customer have failed to negotiate a flexible rate?

4. Should the Department's clarifying language be added to the tariff?

5. Should the Company remove the provision allowing customers to shut down plants during interruption periods?

The Maximum Rate

Positions of the Parties

The Department recommended that the Commission set the maximum rate for flexible tariffs at the standard rate as approved in the utility's most recent rate case. The Department argued that this rate would enable utilities to retain dual fuel customers who might otherwise leave the system by offering them flexible downward pricing. At the same time, according to the Department, this system would protect customers who seek alternative energy sources. Such customers would not be at the mercy of sudden price escalations for alternative fuels, because they could choose to pay the standard tariffed rate to Great Plains. The Department was supported in its position by large energy users who submitted comments.

Great Plains requested that the Commission set the maximum rate at an amount equal to the standard rate plus the same margin by which the Company is allowed to flex down to derive the minimum flexible rate. The Company argued that this method was most fair to all parties, because it would allow the level of risk to the customer to match the level of reward. The RUD-OAG supported this position in its comments.

Commission Action

The Commission agrees with the position advocated by Great Plains and supported by the RUD-OAG. Allowing the maximum rate to flex above the standard rate to the same extent as it can flex below is fair to the parties involved. Under the method requested by Great Plains, customers are sufficiently protected by the maximum rate "cap." Flex rate customers are thus not entirely subject to extreme price swings for alternative fuel. Any amount by which the flex rate may exceed the standard rate can be considered an appropriate "fee" the customers pay for the benefits of flexible pricing and protection against dramatic price increases.

Flexible rate customers are further protected against excessive cost by their option of choosing the standard rate over a flexible rate. The complaint process is also open to flexible rate customers who feel they have been treated unfairly.

If the maximum were set at the standard rate, flexible gas customers would receive the benefits of the flexible tariff without assuming any of the inherent risk. The Great Plains method more closely follows the model of the open market place, in which competitive forces ensure that both risks and rewards are weighed when customers decide to enter the market.

Without the possibility of an upward flex, customers who do not qualify for flexible rates could shoulder an unjust portion of the utilities' fixed costs. Non-flex customers, usually small business and residential customers, would reap little benefit from the flexible rate tariffs. Nearly all benefits of the gas utility flexible rate statute would flow to the utilities and their large energy customers.

The Commission finds that setting the maximum flex rate above the standard rate by the same increment as the below-standard flex is fair to the utilities, the large customers, and to residential and small business customers. The Commission will set the maximum tariff rate in this manner.

Minimum Term for Contracts

Positions of the Parties

In its petition, Great Plains requested a one year minimum term for new flexible rate contracts. The Department recommended the same term if the Great Plains maximum rate method were adopted. The large energy users urged the Commission to require a 30 day minimum term for flexible rate contracts.

Commission Action

The Commission agrees with the position taken by Great Plains, which is also the Department's recommendation. A one year minimum term will provide sufficient stability for the contracting parties, yet will allow sufficient freedom for the parties to respond to market forces. A 30 day minimum term would in effect remove the possibility of an upward flex, since the customers would simply choose to revert to the standard tariff (and rate) in months when their alternate fuel price exceeded the standard rate.

Default Rate

Positions of the Parties

In its August 2, 1990 Report and Recommendation, the Department advocated using the utility's maximum flexible rate as the default rate. Thus, if a utility and a flexible rate customer failed to agree during negotiations for a contract renewal, the flexible rate would be set at the maximum until the parties settled on a negotiated rate. Because the Department recommended that the maximum rate should be the standard rate, the Department's recommended default rate would be the standard rate.

Great Plains proposed setting a default rate at $0.25 above the maximum rate. Great Plains reasoned that the penalty was necessary to persuade customers to enter into meaningful negotiations.

Commission Action

The Commission agrees with the Department that the default rate should be set at the maximum flexible rate. Because the Commission has decided to adopt the Company's plan for setting a maximum rate, the Commission finds that this is the proper formula for a default rate in the tariff.

The Commission will not add a penalty to the default rate. A default rate set at the maximum rate is fair to both utilities and flex customers and does not afford either the customer or the utility an unfair bargaining advantage.

Clarifying Language

Positions of the Parties

The Department recommended that the Commission approve the clarifying language which Great Plains proposed adding to its flexible rate tariff to reflect statutory changes.

The Department recommended that Great Plains remove the provision in its tariff which required customers to pay the utility the costs of switching from flexible to standard tariffs. This change reflected the language of the amended flexible rate statute. Great Plains had no objection to the deletion to its tariff recommended by the Department.

Commission Action

The Commission agrees with the Department that the specified language should be deleted from the Company's flexible rate tariff.

Plant Shutdown during Interruptions

Positions of the Parties

In its proposed flex tariff, Great Plains deleted the language of its former tariff which allowed customers to shut down their plans during interruption periods.

The Department recommended that Great Plains restore the language which gave its customers the option of shutting down their plants during periods of interruption. Without this option, customers could only use standby facilities during such times. The Department argued that plant shutdown is sufficient assurance that customers will not take service during interruption periods. Great Plains did not object to the Department's recommendation.

Commission Action

The Commission agrees with the Department that Great Plains is sufficiently protected with the language granting an option of plant shutdown. This language would be in conformity with other flexible rate tariffs. The Commission will require that this language be restored to the tariff.

ORDER

1. Great Plains' July 10, 1990 petition for a revised tariff is hereby approved, with the following clarifications and modifications:

   a. The maximum rate for the Great Plains flexible rate tariff shall be set at an amount equal to the standard rate plus the same margin by which the Company is allowed to flex down to derive the minimum flexible rate.

   b. The minimum term for flexible rate tariffs between Great Plains and its customers shall be one year.

   c. The Great Plains flexible rate tariff shall include a default rate which is equal to the maximum rate as set out in Paragraph One (a) above.

d. The language requiring customers to pay the cost of switching from flexible to standard tariffs shall be deleted from the Company's tariff.

e. Language granting customers the option of shutting down plant operations during interruption periods shall be restored to the Company's tariff.

2. This Order shall become effective immediately.

BY ORDER OF THE COMMISSION

Richard R. Lancaster
Executive Secretary

(S E A L)